

Emergency Management Assurance Framework

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Authorisation

The Emergency Management Assurance Framework has been developed by the Office of the Inspector-General Emergency Management, in accordance with Section 16C the *Disaster Management Act 2003*.

This document is hereby authorised by the Inspector-General Emergency Management.

This document is developed and maintained by the Inspector-General Emergency Management.



Iain MacKenzie AFSM
Inspector-General Emergency Management

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The assistance and cooperation of officers from local government, government-owned corporations, non-government organisations, the Local Government Association of Queensland, and member agencies from state, district and local disaster management groups and the Emergency Management Assurance Framework Advisory Panel who contributed to the development of this document is appreciated.

Amendments

Proposals for amendment to this document are to be forwarded to:

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Version Control

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Version	Amendment	Endorsement date

Information for users

This document is available for download from the Office of the Inspector-General Emergency Management website “Publications” section.

The information contained within this document is designed for use by Queensland disaster management groups, entities, non-government organisations, business and communities and may not be appropriate in other States and Territories. This document is not designed to preclude the use of other relevant and industry specific good practice guidance, standards and legislation.

Additional considerations may be required dependant on the disaster management group’s risks, capability and capacity. For assistance interpreting the use of this document please contact the Office of the Inspector-General Emergency Management at info@igem.qld.gov.au.

Foreword

The Emergency Management Assurance Framework and the Standard for Disaster Management in Queensland represents a major commitment by disaster management stakeholders to keep Queensland communities safe.

We all have a shared responsibility for making Queensland safer. This Framework captures the wide range of views of different stakeholders, and provides the standard for all levels of government and frontline services in delivering effective disaster management across the State.

The Framework, the first of its kind in Queensland, promotes the continual improvement of disaster management across all phases, encourages the best use of resources and ensures the best possible outcomes for Queensland communities.



The Honourable Jo-Ann Miller MP

Minister for Police, Fire and Emergency Services and Minister for Corrective Services

Message from the Inspector-General Emergency Management

The Emergency Management Assurance Framework supports all levels of Queensland's disaster management arrangements to continually improve disaster management performance.

Developed in collaboration with Queensland disaster management practitioners, the Emergency Management Assurance Framework empowers front-line disaster management service providers by providing a standard which can be applied by all Queensland disaster management stakeholders to ensure their legislative responsibilities are met and that disaster management programs are effective, aligned with good practice, and meet the needs of Queensland communities.

Importantly, the Emergency Management Assurance Framework supports accountability and builds consistency across the disaster management sector. The Framework also reinforces a shared responsibility for better disaster management outcomes for the community.

The Queensland disaster management sector has always risen to the challenge of providing the best possible services to Queenslanders and this Framework provides the direction for this continued pursuit of excellence.

I sincerely thank all of our disaster management practitioners from across the State for their contribution to developing and implementing this Framework and for partnering with us as we build a more resilient Queensland.



Iain MacKenzie AFSM

Inspector-General Emergency Management

Contents

Authorisation.....	3
Acknowledgements	3
Amendments	3
Version Control	4
Information for users	4
Foreword	5
Message from the Inspector-General Emergency Management	5
Contents.....	6
Emergency Management Assurance Framework.....	8
Why does Queensland need an Emergency Management Assurance Framework?	8
What are the Framework's objectives?	8
How was it developed?	8
Who does it apply to?	9
What will the benefits be?	9
What is the role of the IGEM?	10
Framework Overview.....	11
Principles	11
Standard for Disaster Management in Queensland.....	12
Assurance Activities.....	13
Standard for Disaster Management in Queensland	14
Intent	14
Structure	14
Important Information for Users	15
Disclaimer	15
1. Shared Responsibility: Hazard Identification and Risk Assessment	16
Component 1: Hazard Identification and Risk Assessment	16
2. Shared Responsibility: Hazard Mitigation and Risk Reduction	18
Component 2: Hazard Mitigation and Risk Reduction	18
3. Shared Responsibility: Preparedness and Planning	20
Component 3: Capability Integration	20
Component 4: Planning	22
4. Shared Responsibility: Emergency Communications.....	23
Component 5: Public Engagement.....	23
Component 6: Communication Systems	24
Component 7: Warnings.....	25
5. Shared Responsibility: Response	26
Component 8: Control.....	26
Component 9: Command	27
Component 10: Cooperation and Coordination	28
Component 11: Operational Information and Intelligence	29
Component 12: Resource Management.....	30

6. Shared Responsibility: Relief and Recovery	31
Component 13: Relief.....	31
Component 14: Recovery.....	32
Assurance and Excellence Development Program	33
Assurance Activities.....	34
Assurance Activity Focus.....	35
Spectrum of Assurance	36
Outline of Assurance Activities.....	37
Tier One Assurance Activities	37
Tier Two Assurance Activities.....	37
Tier Three Assurance Activities	38

Emergency Management Assurance Framework

Why does Queensland need an Emergency Management Assurance Framework?

Queensland must position itself for the future. The human-social, environmental and economic costs of natural disasters in Queensland have increased substantially over recent years and are projected to increase further.¹

Collectively, disaster management programs must continue to embed a culture of continuous improvement and deliver effective programs to mitigate the impacts of disasters on communities.²

The Emergency Management Assurance Framework (the Framework) provides the foundation for guiding and supporting the continuous improvement of entities' disaster management programs across all phases of disaster management. The Framework also provides the structure and mechanism for reviewing and assessing the effectiveness of Queensland's disaster management arrangements.

What are the Framework's objectives?

The objectives of the Framework are to:

- direct, guide and focus work of all entities, including all tiers of government, to achieve key disaster management outcomes for the community
- promote cooperation between entities responsible for disaster management in the State
- support emergency services, other entities and the community to identify and improve disaster management capabilities
- identify opportunities for cooperative partnerships to improve disaster management outcomes
- support continuous improvement in disaster management
- provide consistency and reinforce "cultural interoperability" based on "shared responsibilities"
- promote excellence in disaster management

How was it developed?

The Framework was developed by the Office of the Inspector-General Emergency Management (Office of the IGEM) in partnership with more than 70 different disaster management practitioners. These practitioners represented state government, local government, non-government, volunteer and government-owned corporations from across the State and all levels of the Queensland disaster management arrangements.

¹ 2013 Australian Business Roundtable for Disaster Resilience and Safer Communities 'Building our nation's resilience to natural disaster' White Paper, <http://australianbusinessroundtable.com.au/assets/documents/White%20Paper%20Sections/DAE%20Roundtable%20Paper%20une%202013.pdf>

² Queensland 2013 Police and Community Safety Review, <http://www.premiers.qld.gov.au/publications/categories/reports/police-community-safety.aspx>

The development of the Framework was driven by five key objectives:

- outcomes over outputs focus
- sector-centred development
- improvement over compliance
- integrated attributes to build disaster management effectiveness
- clarity of what is expected to achieve outcomes

Who does it apply to?

The Framework represents a collaborative commitment to continuous improvement and applies to all entities within Queensland's disaster management arrangements; including local, district and State disaster management groups.

The Inspector-General Emergency Management (IGEM) encourages all stakeholders to actively implement the Framework and share innovative ideas and knowledge with other entities to achieve Key Outcomes.

What will the benefits be?

Community with Government

Queensland will have safer and more resilient communities because, over time, the sector will apply the Framework to enhance its capability and capacity to minimise the consequences of disasters. By establishing a Standard for Disaster Management in Queensland (the Standard), the community will have a greater understanding of the Key Outcomes disaster management entities are working towards. This understanding will empower the community to work with the sector and Government to minimise local risk. The community and Government will also have greater confidence in the performance of the sector through robust evidence of the sector's strengths in planning for, responding to, and recovering from major and catastrophic disasters and emergencies.

Disaster management sector

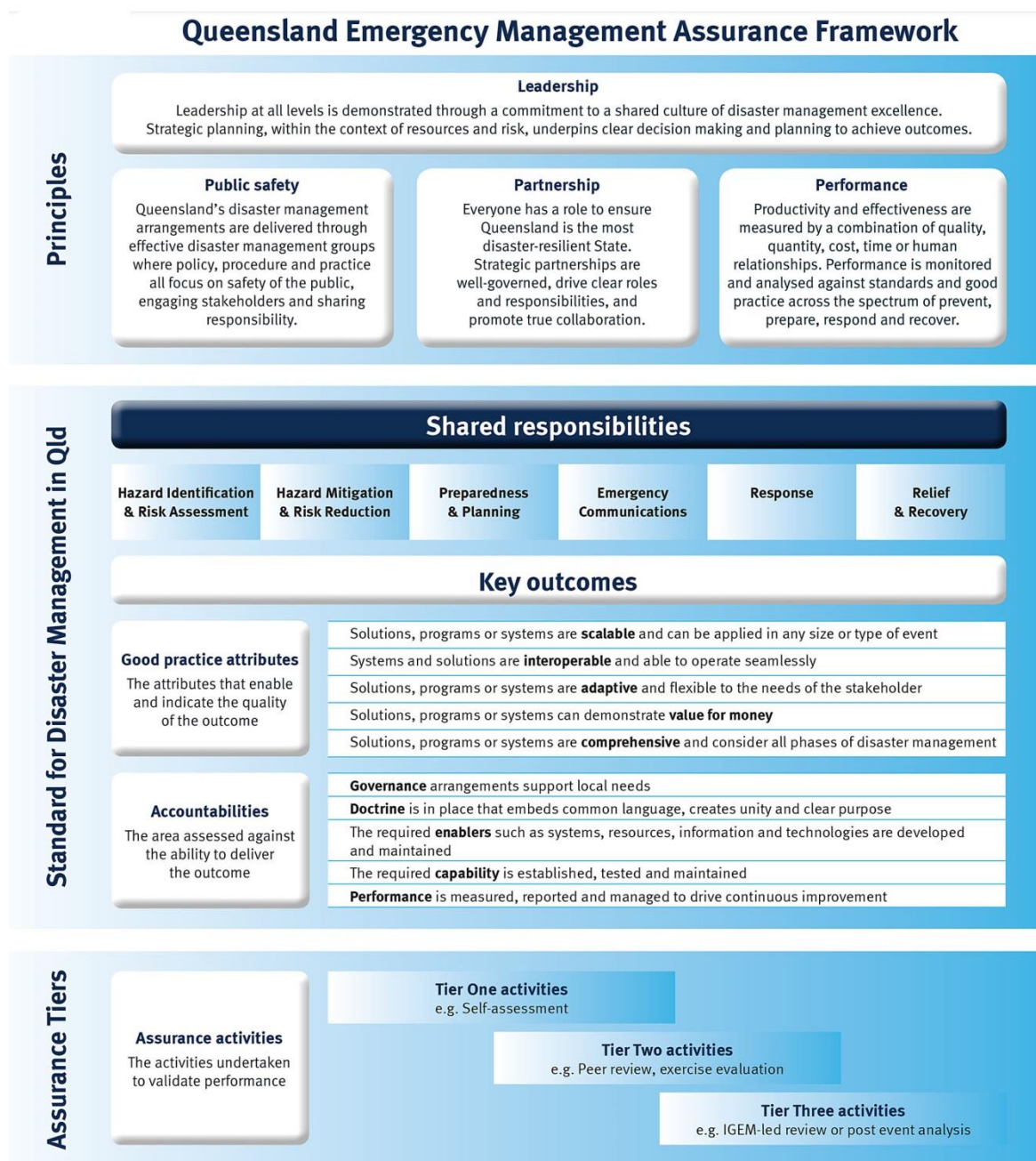
The sector will benefit from clear and consistent expectations that focus on achieving Key Outcomes to drive improvement. The application of the Standard will enable entities in the sector to:

- better understand strengths and residual risks in disaster management capabilities (individual and sector-wide)
- identify opportunities for joint investment through planning to build capability and capacity and improve performance
- access opportunities for cooperative action across Government and the community
- regularly and consistently monitor and evaluate progress towards achieving the Standard
- identify disaster management priorities.

What is the role of the IGEM?

The functions of the Office of the IGEM are provided in sections 16C and 16H of the *Disaster Management Act 2003*.

These functions include: to make and regularly review disaster management standards; to review, assess and report on performance by entities responsible for disaster management in the State against the disaster management standards; to work with entities to improve disaster management capabilities; to identify opportunities for cooperative partnerships to improve disaster management outcomes; and report to and advise the Minister for Police, Fire and Emergency Services about issues relating to these functions.



Framework Overview

The Framework is comprised of three main sections: Principles, the Standard for Disaster Management in Queensland (the Standard), and Assurance Activities.

Principles

Four Principles underpin effective disaster management in Queensland. These Principles are fundamental to the establishment and continuous improvement of effective disaster management programs and recognise the interconnectedness of disaster management across all levels of government, the private sector and the community. The four Principles are:

Leadership

The foundational principle of leadership is demonstrated at all levels through a commitment to a shared culture of disaster management excellence. Strategic planning, within the context of resources and risk, underpins clear decision-making and planning priorities to achieve disaster management outcomes for the community.

Public Safety

Public safety is the primary driver for the continuous improvement of Queensland's disaster management arrangements. These arrangements are delivered through disaster management groups where policy, procedure and practice focus on the safety of the community, engaging stakeholders and sharing responsibility.

Partnership

Everyone has a role to ensure Queensland is the most disaster resilient state in Australia. Strategic partnerships across all entities will improve disaster management outcomes when they are well governed, drive clear roles and responsibilities, and promote true collaboration.

Performance

A culture of performance drives disaster management outcomes where productivity and effectiveness is measured by a combination of quality, quantity, cost, time or human relationships. Performance is monitored and analysed against the Standard. Good practice is embedded across all phases of disaster management.

Standard for Disaster Management in Queensland

The Standard outlines the way in which entities responsible for disaster management in the State are to undertake disaster management.³ The Standard uses an outcome-based approach to ensure disaster management programs better meet the needs of the community. The elements of the Standard are the basis for improving performance across Queensland's disaster management arrangements. The elements are:

Shared Responsibilities

Shared Responsibilities under the Standard are the elements of disaster management that governments, entities and practitioners need to deliver against in order to meet broader community expectations, and represent the key areas to be considered as part of an effective disaster management program.

Components

Components reflect the key capabilities of disaster management in Queensland within each Shared Responsibility. These capability areas form the basis for disaster management functions and activities.

Key Outcomes

The Key Outcomes identify the intended results of actions undertaken by entities to deliver against capabilities or functions. The Key Outcomes are grouped by Component under each Shared Responsibility to guide the performance of disaster management programs.

Good Practice Attributes

Through consultation with the sector, it was agreed that the attributes of an effective disaster management system for Queensland can be recognised by the following attributes:

Attribute	Definition
Scalable	Able to be applied to any size or type of event and across all levels of Queensland's disaster management arrangements
Comprehensive	Considers all phases of disaster management, all hazards and an all agencies approach
Interoperable	Promotes interoperability of systems, programs and resources to enable integration seamlessly across the sector
Value for money	Ensures services and systems are able to be delivered by mechanisms that best represent value for money
Adaptable	Able to adapt to a changing environment and remain flexible to the needs of the community

These attributes have been validated through a thematic analysis of the findings arising from recent national, state and territory disaster management reviews.⁴

³ *Disaster Management Act 2003*, section 16N(1), p 23.

⁴ Queensland Police and Community Safety Review (2013); Review of Recent Australian Disaster Inquiries (2012); Queensland Floods Commission of Inquiry (2012); A Shared Responsibility: The Report of the Perth Hills Bushfire Review (2011); Towards a More Disaster Resilient and Safer Victoria (2011); Victorian Bushfires Royal Commission (2010); A Review of Disaster Management Legislation and Policy in Queensland – The O'Sullivan Review (2009).

Accountabilities

The Standard outlines five Accountabilities that have been developed in collaboration with disaster management practitioners to indicate an entity's governance, doctrine, enablers, capability and performance.

Accountability	Definition
Governance	How the entity demonstrates its values and aligns its corporate strategy to achieve the disaster management outcomes: e.g. roles and responsibilities, decision making, reporting, leadership, approvals, etc
Doctrine	How the entity's business plan, programs, policies, practices and operational procedures align with its roles and responsibilities to deliver disaster management outcomes: e.g. plans, procedures, guidelines, policy
Enablers	How the entity is using and developing the necessary systems, equipment, resources and technologies to deliver disaster management outcomes
Performance	How the entity is monitoring and actively improving the performance of its service delivery to meet the disaster management outcomes: e.g. continuous improvement, review and monitoring
Capabilities	How the entity is using training and exercising to help embed the necessary culture change and improve performance to meet disaster management outcomes

Assurance Activities

Assurance Activities assess performance against the Standard, or other relevant legislation, policy, good practice guidelines, or entity performance indicators to provide a level of assurance of disaster management effectiveness. Assurance Activities are structured into three tiers to reflect different levels of independence, depth, scope and rigour. The Assurance Activities provide a basis for monitoring and assessing individual and collective performance across the sector.⁵

⁵ Queensland Police and Community Safety Review (2013); Review of Recent Australian Disaster Inquiries (2012); Queensland Floods Commission of Inquiry (2012); A Shared Responsibility: The Report of the Perth Hills Bushfire Review (2011); Towards a More Disaster Resilient and Safer Victoria (2011); Victorian Bushfires Royal Commission (2010); A Review of Disaster Management Legislation and Policy in Queensland – The O'Sullivan Review (2009).

Standard for Disaster Management in Queensland

Intent

The Standard for Disaster Management in Queensland (the Standard) establishes the performance requirements for all entities involved in disaster management and forms the basis of Assurance Activities undertaken by the Office of the Inspector-General Emergency Management (Office of the IGEM).

This Standard is created under section 16N (1) of the *Disaster Management Act 2003* and will be reviewed regularly to ensure it remains contemporary and meets the needs and expectations of stakeholders.

Structure

The structure of the Standard is provided below in the example, where the Shared Responsibilities are broken down into Components reflecting the key capabilities areas of disaster management in Queensland. Each Component is supported by Key Outcomes that describe the desired results of disaster management for that shared responsibility, and are the expected standard. The Key Outcomes for each Component consider the five Good Practice Attributes: Scalable, Comprehensive, Interoperable, Value for Money and Adaptable.

Each Component is supported by a number of Indicators. These Indicators describe the expected activities or arrangements that will contribute to the likelihood of disaster management entities achieving the Key Outcomes. Indicators should consider the five Accountabilities: Governance, Doctrine, Enablers, Performance and Capability.

Shared Responsibility			
Preparedness and Planning			
EXAMPLE	Component		
	Planning		
	Key Outcomes		
	Each entity agrees the priorities for disaster management and the responsibilities for key functions and roles including necessary authorities		
	Indicators		
	The planning process, including documenting roles and responsibilities, involves engagement with all stakeholders		

As the Indicators relate to all entities and stakeholders, the performance of the Indicator may be linked or dependant on arrangements developed at a higher level. This may be particularly relevant where sector-wide consistency is required. For example, an indicator relating to the “use of common language” may be met by using sector (e.g. sector endorsed or developed) or industry agreed terminology and would not require an entity to develop a common language (unless a variance or area/system specific language is required and this variance is communicated with stakeholders).

Important Information for Users

- The Standard forms the basis for assurance activities conducted by the Office of the Inspector-General Emergency Management
- The Standard does not replace the requirement for disaster management groups and roles to perform their legislated functions
- The Standard should be applied in conjunction with existing disaster management doctrine, good practice guidance and Government policy
- The continuity of both State and local governments is provided for under different arrangements and are therefore not explicitly considered under the Framework. However, the Framework recognises links across these planning areas

Disclaimer

The Inspector-General Emergency Management retains the right to conduct Assurance Activities beyond the scope of the Standard if necessary to perform the functions of the Office of the Inspector-General Emergency Management or of the Inspector-General Emergency Management under section 16 of the *Disaster Management Act 2003*.

1. Shared Responsibility: Hazard Identification and Risk Assessment

Component 1: Hazard Identification and Risk Assessment

Hazard identification and risk assessment is fundamental to effective disaster management and forms the basis for disaster management planning and programs. Hazard identification and risk assessments should be iterative and regularly reviewed to ensure planning is based on up-to-date accurate data.

No.	Key Outcomes	Good Practice Attributes	
1.1	Stakeholders have a shared understanding of, and ready access to, risk information for all types of events	Interoperable, Comprehensive, Scalable	
1.2	Risk assessments are robust, replicable and authoritative	Value for Money, Comprehensive	
1.3	Risk assessments are integral to the mitigation, preparedness, continuity, response and recovery planning processes and documentation	Interoperable, Comprehensive	
Indicators		Accountabilities (linked to Key Outcomes)	
a	Hazard identification and risk assessment processes follow an international standard or other industry recognised methodology that is agreed as valid by stakeholders and approved by the entity for which they are undertaken	Enablers, Governance	2
b	Hazards and risks are identified and assessed regularly for all types of events in collaboration with stakeholders and the assessment is used by the entity to develop plans for all phases of disaster management	Capability, Governance	1, 3
c	Risk assessments consider hazards caused by human acts and natural hazards, most likely, most dangerous and catastrophic events, as well as the exposure and vulnerability of people, property, the environment, economy and entity operations	Doctrine	2
d	Hazard identification and risk assessment is evidence-based, uses a broad range of sources, is informed by valid data and draws on lessons identified	Performance	2
e	Hazard identification and risk assessments are undertaken and reviewed at regular intervals by individuals or entities skilled in the process	Capability	2
f	Risk assessments use plain language explanations, are readily accessible and communicated to communities to which they relate	Enablers	1
g	Where agreed, residual risk is transferred formally and documented	Performance, Governance	1, 3

The following Indicators also contribute to the Key Outcomes of Component 1:

Component 3: Capability Integration	
f	Regular training needs analysis is conducted and informs capability development of the entity
g	Learnings from exercise, events and training programs are captured, reviewed, analysed and shared with stakeholders to inform improvements in entity disaster management planning, as well as training and exercise delivery

2. Shared Responsibility: Hazard Mitigation and Risk Reduction

Component 2: Hazard Mitigation and Risk Reduction

Hazard mitigation is focused primarily on reducing the likelihood of a hazard impacting a community. From a risk treatment perspective this includes measures to eliminate, avoid or substitute risk. Risk reduction involves a cohesive and proactive approach to reducing risk across all phases of a disaster. The interconnectedness of risk mitigation and treatment activities requires overall management to ensure it meets the priorities and needs of the community.

No.	Key Outcomes	Good Practice Attributes	
2.1	The prioritisation of hazard mitigation strategies and risk reduction activities is robust, replicable and authoritative	Value for Money, Comprehensive	
2.2	Hazard mitigation and risk reduction is embedded in all levels of planning and into core business across all phases of disaster management, including the management of shared residual risk	Interoperable, Comprehensive, Scalable and Adaptable	
2.3	The community performs risk reduction activities that align to entity risk treatment and/or hazard mitigation plan	Comprehensive	
Indicators		Accountabilities (linked to Key Outcomes)	
a	Hazard mitigation is prioritised by risk and resources with consideration given to unintended consequences	Performance, Doctrine	1
b	Mitigation priorities are included in strategic and operational plans and inform land-use planning schemes	Doctrine, Governance	1, 2
c	Mitigation plans and risk reduction activities are documented and outline agreed roles and responsibilities for each activity	Doctrine, Governance	2,
d	Hazard mitigation strategies inform evidence-based risk reduction activities	Performance, Doctrine	1
e	Hazard mitigation strategies and risk reduction activities are developed in partnership with stakeholders and are reviewed at regular intervals by individuals or entities skilled in the process	Capability	2
f	Mitigation strategies and risk reduction activities consider, and communicate interdependencies, across all levels of government and business and where possible, are complementary to each other and consistent with interdependent strategies and / or activities	Governance, Doctrine, Enablers	2
g	Hazard identification and risk assessments, risk register/s and lessons identified are reviewed and inform prioritisation of hazard mitigation and risk reduction activities	Enablers	1
h	Cost-benefit and value-for-money analyses are conducted for all significant hazard mitigation and risk reduction activities in consultation with relevant stakeholders	Governance	1
i	Risk reduction activities use plain language explanations; are readily accessible to communities to which they relate; and encourage community involvement in risk reduction activities	Enablers, Capability,	3
j	Residual risks are identified and assigned in disaster management plans	Doctrine	2

k	Risk modelling is available to inform disaster operations including public information and warnings	Enablers	3
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The following Indicators also contribute to the Key Outcomes of Component 2:

Component 3: Capability Integration	
f	Regular training needs analysis is conducted and informs capability development of the entity
g	Learnings from exercise, events and training programs are captured, reviewed, analysed and shared with stakeholders to inform improvements in entity disaster management planning, as well as training and exercise delivery

3. Shared Responsibility: Preparedness and Planning

Preparedness and planning include all activities undertaken prior to an event to mitigate the impact of the event on the community. Planning also occurs in response and recovery phases.

Component 3: Capability Integration

This component specifically addresses the requirement to develop these capabilities to work together in an integrated manner to achieve disaster management outcomes and is recognised in the indicators across all shared responsibilities.

No.	Key Outcomes	Good Practice Attributes	
3.1	All stakeholders with disaster management roles and responsibilities have the skills and knowledge required to perform their role in all events	Comprehensive, Scalable, Adaptable, Interoperable	
3.2	Formal training and exercise programs are coordinated across, and involve, all entities and address priority risks as identified in the risk treatment plan	Interoperable, Scalable, Adaptable	
3.3	Lessons management promotes continuous improvement across all levels of disaster management	Value for Money	
Indicators		Accountabilities (linked to Key Outcomes)	
a	Training is based on adult learning principles, supports common language throughout the disaster management sector, responds to audience needs, and where possible, uses mixed methods of delivery	Capability, Enablers	1
b	Leadership, decision making and disaster management operations and functional capabilities are regularly tested across disaster management levels through exercises	Capability, Performance	1, 2
c	Training and exercises are delivered by trainers with the skills, experience and expertise required for the competency or capability	Capability, Performance	1, 2
d	All persons performing functions under the <i>Disaster Management Act 2003</i> are trained to perform that function and that training is compatible with the relevant training frameworks	Doctrine, Capability	2
e	Training and exercise programs are developed in partnership with all relevant stakeholders, are reviewed annually and builds professional capability in key functional areas as identified in the hazard identification and risk assessments and risk reduction activities	Capability, Performance	2
f	Regular training needs analysis is conducted and informs capability development of the entity	Capability, Performance	1
g	Learnings from exercise, events and training programs are captured, reviewed, analysed and shared with stakeholders to inform improvements in entity disaster management planning, as well as training and exercise delivery	Performance, Enablers	2, 3

h	A lessons management process includes procedures and/or arrangements for identifying, collecting, storing, retrieving and transforming information and data assets, including training, exercises and lessons identified information. The process is managed in accordance with relevant legislation, policy and record keeping protocols	Doctrine, Performance, Enablers	3
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The following Indicators also contribute to the Key Outcomes of Component 3:

Component 8: Control			
f	Liaison officers during events are appointed by each entity, have the skills, experience and authority required to perform the role, and are accessible to all other disaster management entities when required		

Component 4: Planning

Disaster management planning considers all phases of disaster management and describes the response, continuity of operations, Government services and recovery from the emergency. Planning involves key stakeholders and addresses known hazards and risks, identifies priorities and responsibility for performing functions and provides for regular review.

No.	Key Outcomes	Good Practice Attributes	
4.1	Each entity agrees their priorities for disaster management and the responsibilities for key functions and roles including necessary authorities	Adaptable, Comprehensive, Scalable	
4.2	Disaster management planning is integrated with entity core business and service delivery	Interoperable, Value for Money	
4.3	Robust disaster management planning provides the entity with an understanding of capability limits and escalation points	Scalable	
Indicators		Accountabilities (linked to Key Outcomes)	
a	Approved plans: <ul style="list-style-type: none"> address all phases of disaster management, including continuity of disaster operations and of entities' essential services define escalation points and capability limits include agreed and defined priorities 	Capability, Governance	3, 1
b	Risk management is integrated into planning across all phases of disaster management	Doctrine	3
c	Planning is undertaken, reviewed and assessed at regular intervals by authorised individuals or entities skilled in the process and is compliant with the legislation including alignment to other key documents, review and maintenance requirements	Governance, Doctrine, Capability	2, 3
d	The planning and assessment process, including documenting roles, responsibilities and timelines, involves engagement with all stakeholders	Enablers, Capability	1, 2
e	Plans are accessible to all stakeholders, including the community, and exercised regularly	Enablers	1
f	Commitment to disaster management activities (including meetings, planning and exercising) is reflected in entity strategic and operational plans including relevant role descriptions and performance agreements	Enablers	2

The following Indicators also contribute to the Key Outcomes of Component 4:

Component 3: Capability Integration	
f	Regular training needs analysis is conducted and informs capability development of the entity
g	Learnings from exercise, events and training programs are captured, reviewed, analysed and shared with stakeholders to inform improvements in entity disaster management planning, as well as training and exercise delivery

4. Shared Responsibility: Emergency Communications

Emergency communications both within and across those agencies, groups and networks responding to and engaging with the wider community is paramount to effective operations.

Component 5: Public Engagement

Public engagement (including public information and public education) is foundational to all disaster management activities and is a two-way process in which entities and the broader community work together to understand, prepare for, respond to and recover from disasters.

No.	Key Outcomes	Good Practice Attributes	
5.1	Communities are empowered through timely public information and through education initiatives to prepare for, respond to, and recover from disasters	Adaptable, Interoperable, Comprehensive, Scalable, Value for Money	
5.2	Public engagement outcomes have a positive effect on the action taken by the community across all phases of disaster management	Adaptable, Interoperable, Comprehensive, Scalable, Value for Money	
Indicators		Accountabilities (linked to Key Outcomes)	
a	A public engagement plan includes community profiling to define groups within the community and includes a range of strategies to meet community information and education needs	Doctrine Governance	1,2
b	Plain language community messages and education programs are action-orientated and inform the community of the risks	Doctrine	2
c	There are multiple delivery channels which are adaptable to meet audience needs, and circumstances. Content is established and tested while improvements are documented and managed	Capability, Performance	1
d	Information made available to the community: <ul style="list-style-type: none"> is accurate, reliable, relevant, timely includes the purpose, process for access and limitations of any potential support and systems links to warning types, sources and content is consistent across, and vertically through, entities and systems 	Governance	1,2
e	Systems are in place to address public enquiries, dispel misinformation, and to source and disseminate education materials, tools and information	Enablers	1
f	Roles and responsibilities for public information and public education are agreed to and documented prior to events	Governance	1
g	Public information and education activities are regularly tested for community understanding of content, perception of authority and resultant action	Performance	2

The following Indicators also contribute to the Key Outcomes of Component 5:

Component 6: Communication Systems	
d	The communications system/s support the continuous flow of up-to-date critical information between key stakeholders

Component 6: Communication Systems

Effective communication systems are necessary for disaster operations. Communication systems include any means or methods used by entities to share critical information.

No.	Key Outcomes	Good Practice Attributes	
6.1	Communication system/s support the continuity of entity operations and disaster operations through all phases of events	Comprehensive, Interoperable, Adaptable	
6.2	Communication system/s provides access to reliable, accurate, timely, and integrated information across all levels of Queensland's disaster management arrangements	Scalable, Interoperable, Value for Money	
Indicators		Accountabilities (linked to Key Outcomes)	
a	Roles, responsibilities, and protocols for use and access to communications systems are agreed, documented and shared between stakeholders	Capability, Doctrine, Governance	2
b	Communications system/s: <ul style="list-style-type: none"> capture/s performance data are regularly tested and exercised (including redundancies) results are documented and analysed viable improvements are made 	Performance, Capability	1, 2
c	The use of key terminology, including activation levels, is consistently applied across all levels	Doctrine	1, 2
d	The communications system/s support the continuous flow of up-to-date critical information between key stakeholders	Enablers	2
e	There are redundancies in place for primary system/s	Enablers	1
f	The communications system/s are responsive to the range of reasonably foreseeable operating environments	Enablers, Capability	1, 2

Component 7: Warnings

The ability for the community to take appropriate action in the event of a disaster is vitally important to reducing the risk of loss of life and property. Warnings include any communication to the broader community which requires the community to take action to protect life or property.

No.	Key Outcomes	Good Practice Attributes	
7.1	Communities at risk of impact from an event are defined and can be targeted with contextualised warnings	Scalable, Adaptable, Value for Money	
7.2	Communities at risk of impact from an event, receive fit-for-purpose, consistent, accurate warnings through all phases of events	Comprehensive, Interoperable	
Indicators		Accountabilities (linked to Key Outcomes)	
a	Communities at risk of impact from an event are profiled to identify and define groups with an emphasis on determining barriers to effective communication	Enablers, Doctrine	1, 2
b	Warning systems and arrangements support the continuous flow of critical, up-to-date, and relevant information between key stakeholders	Doctrine, Enablers	2
c	Warning messages use common language and are consistent with other public information and advice	Doctrine, Enablers	2
d	Warning messages and systems are regularly reviewed, tested and exercised	Performance	2
e	Warning messages are delivered by entities with authority to do so, in line with agreed and documented roles and responsibilities	Capability, Doctrine, Governance	2
f	Warnings are tested with the community to determine community understanding of content, message receipt, perception of authority and resultant action	Performance, Capability	1
g	Entities value-add to warnings with appropriate local context and content and tailor dissemination approaches to local needs	Enablers, Doctrine	1, 2

The following Indicators also contribute to the Key Outcomes of Component 7:

Component 5: Public Engagement	
d	Information made available to the community: <ul style="list-style-type: none"> is accurate, reliable, relevant, timely includes the purpose, process for access and limitations of any potential support and systems links to warning types, sources and content is consistent across ,and vertically through, entities and systems
Component 6: Communication Systems	
b	Communications system/s: <ul style="list-style-type: none"> capture/s performance data are regularly tested and exercised (including redundancies) results are documented and analysed viable improvements are made
d	The communications system/s support the continuous flow of up-to-date critical information between key stakeholders

5. Shared Responsibility: Response

Disaster response operations are focused on stabilising the impact of a disaster on a community. This includes a range of life, property and environment-saving activities and life-dependant restoration activities. At a system level the effective management of disaster response operations is dependent on the performance of command, control, coordination and cooperation and operational information management systems.

Component 8: Control

Control supports the management of disaster operations across multiple agencies.

No.	Key Outcomes	Good Practice Attributes	
8.1	Entities work together within a control structure that manages disaster operations	Interoperable, Adaptable, Value for Money	
8.2	The control structure adapts early to the changing size and complexity of the event	Scalable	
Indicators		Accountabilities (linked to Key Outcomes)	
a	There is agreed doctrine and common language used across agencies and entities	Doctrine, Enablers	1
b	Functions in disaster operations are performed and led by the agency with authority and capability to do so, under the overall direction of the controlling authority	Capability, Governance	1, 2
c	There are clearly documented and agreed control responsibilities that stem from legislation and align with disaster management plans	Governance, Doctrine	1
d	Entities that form the control structure agree and document communication protocols	Governance, Doctrine	1
e	The control system provides for functional management of events and operates within a risk management framework	Enablers	1, 2
f	Liaison officers during events are appointed by each entity, have the skills, experience and authority required to perform the role, and are accessible to all other disaster management entities when required	Governance, Capability	1

The following Indicators also contribute to the Key Outcomes of Component 8:

Component 3: Capability Integration	
f	Regular training needs analysis is conducted and informs capability development of the entity
g	Learnings from exercise, events and training programs are captured, reviewed, analysed and shared with stakeholders to inform improvements in entity disaster management planning, as well as training and exercise delivery
Component 10: Coordination and Cooperation	
b	The entity recognises, and works within, formal and informal relationships for cooperative service delivery

c	Formally approved plans: <ul style="list-style-type: none"> consider multi-agency and joint operational requirements recognise the roles, responsibilities and interests of entities and informal participants
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Component 9: Command

Command is about the ability to make decisions and task personnel to perform disaster management operations to support the community.

No.	Key Outcomes	Good Practice Attributes	
9.1	Decision-making results in action directed vertically within an entity, and is integral to the entity's disaster management operations in all phases	Comprehensive, Interoperable, Value for Money	
9.2	Command functions co-exist with entity essential service delivery to communities	Scalable, Adaptable	
Indicators		Accountabilities (linked to Key Outcomes)	
a	Command structures are clearly documented and include agreed responsibilities for those appointed to a command role	Governance, Doctrine	1, 2
b	The command structure communication arrangements are clearly defined and documented	Doctrine	1
c	Decision makers are trained in command, management and decision making processes, and have documented authority	Capability, Governance	1, 2
d	Key decisions and their rationale are recorded as the decisions are made	Enablers, Governance, Performance	1
e	Decisions are communicated in a timely manner and implemented in the way intended	Governance, Performance	1, 2

The following Indicators also contribute to the Key Outcomes of Component 9:

Component 3: Capability Integration	
f	Regular training needs analysis is conducted and informs capability development of the entity
g	Learnings from exercise, events and training programs are captured, reviewed, analysed and shared with stakeholders to inform improvements in entity disaster management planning, as well as training and exercise delivery

Component 10: Cooperation and Coordination

Coordination is about creating an environment in which command and control can deliver outcomes collectively which cannot be achieved by entities by themselves. Cooperation refers to the need for entities to be proactively working together and removing entity cultural barriers to achieve better results for the community.

No.	Key Outcomes	Good Practice Attributes	
10.1	The delivery of disaster-related services, through all phases of events, is integrated across the sector and is responsive to community needs	Adaptable, Comprehensive, Interoperable, Scalable, Value for money	
Indicators		Accountabilities (linked to Key Outcomes)	
a	The entity recognises and supports the controlling authority's documented arrangements for coordination and cooperation	Doctrine, Governance	1
b	The entity recognises, and works within, formal and informal relationships for cooperative service delivery	Enablers, Governance	1
c	Formally approved plans: <ul style="list-style-type: none"> consider multi-agency and joint operational requirements recognise the roles, responsibilities and interests of entities and informal participants 	Capability, Doctrine	1
d	Goals for the event are formulated, risk assessed and prioritised, and their implementation coordinated through the controlling authority	Performance, Governance	1

The following Indicators also contribute to the Key Outcomes of Component 10:

Component 3: Capability Integration	
f	Regular training needs analysis is conducted and informs capability development of the entity
g	Learnings from exercise, events and training programs are captured, reviewed, analysed and shared with stakeholders to inform improvements in entity disaster management planning, as well as training and exercise delivery
Component 8: Control	
d	Entities that form the control structure agree and document communication protocols

Component 11: Operational Information and Intelligence

Many disaster management entities will not have a formal intelligence unit but will still have an intelligence function to manage. With the growing cooperation among disaster management groups and levels and the shared responsibility for disaster management, all entities could add value by developing some type of intelligence capacity. Intelligence capacity may be a full-scale unit or one person who serves part time as an agency's point of contact to receive and disseminate critical information. In this Component, Operational Information and Intelligence means only where the information or intelligence relates to the operations of disaster management arrangements.

No.	Key Outcomes	Good Practice Attributes	
11.1	Decision making, tasking, communications and messaging are informed by accurate and current intelligence	Comprehensive	
11.2	Common situational awareness is created at all levels through a process for sharing operational information and intelligence products, across all entities	Adaptable, Interoperable, Comprehensive, Scalable, Value for Money	
Indicators		Accountabilities (linked to Key Outcomes)	
a	An intelligence function is established as a planned and directed activity for systematic collection and analysis of information that is supported by trained and/or skilled staff	Enablers, Doctrine	1, 2
b	Information management systems, processes and arrangements, including those which determine information quality, are documented and updated as necessary after events, training and exercises	Governance, Doctrine, Enablers	1, 2
c	Roles and responsibilities for producing intelligence products are agreed and documented across all levels	Doctrine	1, 2
d	Information sharing protocols across all levels of the disaster management arrangements are in place and agreed before events, and align with business continuity practices, systems and requirements	Governance, Doctrine, Enablers	2
e	Intelligence products employ common language	Doctrine, Enablers	2

The following Indicators also contribute to the Key Outcomes of Component 11:

Component 3: Capability Integration	
f	Regular training needs analysis is conducted and informs capability development of the entity
g	Learnings from exercise, events and training programs are captured, reviewed, analysed and shared with stakeholders to inform improvements in entity disaster management planning, as well as training and exercise delivery

Component 12: Resource Management

Effective resource management supports all phases of disaster management and ensures the best use of scarce resources and value for money across the arrangements, whilst supporting local economies and mitigating risk.

No.	Key Outcomes	Good Practice Attributes	
12.1	Resources are prioritised, coordinated and allocated based on risk assessment, event operational imperatives, and are consistent with identified community need	Value for Money, Adaptable, Interoperable, Comprehensive	
12.2	End-to-end management of resources occurs before during and after events, at all levels of Queensland's disaster management arrangements and minimises negative impacts to the community and environment	Scalable, Comprehensive, Value for Money	
12.3	Stakeholders are aware of the capability and capacity at all levels of Queensland's disaster management arrangements	Scalable	
Indicators		Accountabilities (linked to Key Outcomes)	
a	Resource procurement and management occurs through formal planning processes where strategies and arrangements assess fit for purpose requirements and consider private sector resources are documented, reviewed and updated following events and exercises	Capability, Doctrine, Performance	1, 2
b	Documented processes and resource management systems/technologies are in place to: <ul style="list-style-type: none"> identify resource needs monitor and ensure the appropriate use of resources (considering impacts to the environment, community, economy and entity core business continuity) link with offers of assistance systems where appropriate consider funding arrangements 	Doctrine, Capability	1, 2
c	Asset and resource registers are regularly maintained and shared	Enablers, Doctrine	2, 3
d	Roles and responsibilities are supported by formal documented agreements and are clearly defined for the acquisition, storage, delivery, maintenance and distribution of resources, accounting and return (where appropriate)	Governance, Doctrine	2, 3
e	Resource management skills (including those for activation, dispatching, deactivating and management) are developed and utilised during events	Capability	2, 3

6. Shared Responsibility: Relief and Recovery

Component 13: Relief

Relief is a transitional phase that occurs during both response and short-term recovery operations. Relief includes the immediate provision of basic human needs immediately following disaster events. It is heavily focused on reducing and stabilising current impacts to prevent the impact of secondary hazards.

No.	Key Outcomes	Good Practice Attributes	
13.1	Relief is targeted and coordinated across disaster management arrangements and is provided to communities according to need	Scalable, Adaptable	
13.2	Relief is delivered in a timely manner that supports a transition to recovery and uses mechanisms that represent value for money	Scalable, Interoperable, Value for Money, Comprehensive	
Indicators		Accountabilities (linked to Key Outcomes)	
a	The community's relief needs are informed by the entity's hazard identification and risk assessment, vulnerability analysis, and assessment of the event's impact	Governance, Enablers	1
b	The provision of relief occurs in line with an agreed and documented approach within the disaster management arrangements	Doctrine	1, 2
c	Relief activities are conducted in accordance with rigorous planning that outlines how relief will be managed and delivered and considers transition and funding arrangements	Doctrine, Performance	1, 2
d	Roles and responsibilities for the management and provision of relief are agreed, documented, and shared with other entities	Capability, Doctrine, Performance	1

Component 14: Recovery

Recovery (restoration, reconstruction and rehabilitation) must be considered across short, medium and long term time scales. The management of the recovery phase can directly impact the viability of the community and should be conducted in line with the National Principles for Recovery.

No.	Key Outcomes	Good Practice Attributes	
14.1	Affected communities receive recovery information that is timely, credible and relevant to their context	Interoperable	
14.2	Community recovery planning and delivery are integrated across entities, locally coordinated and appropriate to the scale of the disaster event	Scalable, Interoperable, Adaptable, Comprehensive, Value for Money	
Indicators		Accountabilities (linked to Key Outcomes)	
a	The phases of recovery and the transitions between response, relief and recovery are documented and agreed across all entities	Governance, Doctrine	1, 2
b	Entities have the skills and capability to plan for and manage recovery programs including agreed and documented roles and responsibilities	Capability, Doctrine	2
c	Recovery plans and strategies are developed in partnership with stakeholders and include: <ul style="list-style-type: none"> • both short and long term recovery priorities • consideration of local capability • restoration of key infrastructure and services, rebuilding and rehabilitation • metrics for tracking progress to support accountability • consideration of funding arrangements • integration across the five pillars of recovery • mechanisms to engage community members in their own recovery 	Governance, Doctrine, Performance	2
d	Recovery information is accessible by all stakeholders through a range of systems and technologies	Enablers	1

Assurance Activities

Assurance and Excellence Development Program

The Assurance and Excellence Development Program (the Program) is the mechanism used by the Office of the IGEM to discern a level of confidence in Queensland's disaster management arrangements. The Program aims to add value to the disaster management sector through the collation and analysis of information from the sector, and the sharing of knowledge, to guide improvement. This process of review and assessment will inform a statement of confidence in the effectiveness of disaster management in Queensland and will be provided to the Minister for Police, Fire and Emergency Services.

The Program is built on the philosophy that issues should be addressed at the lowest possible level (locally) and with the least amount of formality. The Program incorporates a suite of Assurance Activities that collectively contribute to an understanding of the effectiveness of disaster management in Queensland. A partnership approach is taken to developing solutions in support of a culture of innovation and improvement. Flexibility is also key to the Program's design, allowing for the right activity to be selected for each unique situation. This approach will support more streamlined and relevant solutions that minimise impost on the sector and provide maximum value for money.

Issues enter the Program through Office of the IGEM environmental and horizon scanning activities or by an entity raising them with the Office of the IGEM. Outcomes from the Program are shared in three main forms, which are either informal or formal: Advice (informal), Professional Practice Considerations (informal) and Recommendations (formal):

- Advice is provided where informal recommendations are required for lower level issues or where immediate action is required and formality is not necessary for an issue to be adequately addressed. Advice is tracked by the Office of the IGEM but no action plan or formal response is required by the entity.
- A Professional Practice Consideration is formal advice resulting from research, evaluation or assessment activities where the evidence to inform the preferred course of action may be anecdotal. The Professional Practice Considerations are tracked by the Office of the IGEM but no action plan or formal response is required by the entity.
- A Recommendation is a formal output from a review where a solid evidence base has informed a preferred course of action. Recommendations are tracked by the Office of the IGEM and entity responses and action plans are included in Office of the IGEM final reports.

Assurance Activity Focus

Assurance Activities are predominantly scheduled by the Office of the IGEM as part of the annual planning process that considers issues identified earlier in the Program. The Assurance Activities are likely to be focussed on a particular aspect of the Standard for Disaster Management in Queensland (the Standard). A broad topic may be split into themes aligned to Shared Responsibilities, Components, Key Outcomes, Indicators, Good Practice Attributes and/or Accountabilities. The focus will be determined by a robust process that considers the priority and complexity of addressing the different facets of a broader issue. This will assist in directing the resources of the IGEM and the disaster management sector toward activities and initiatives intended to produce the greatest value for the Queensland community. Identifying opportunities for cooperative partnerships is a consistent Program objective.⁶

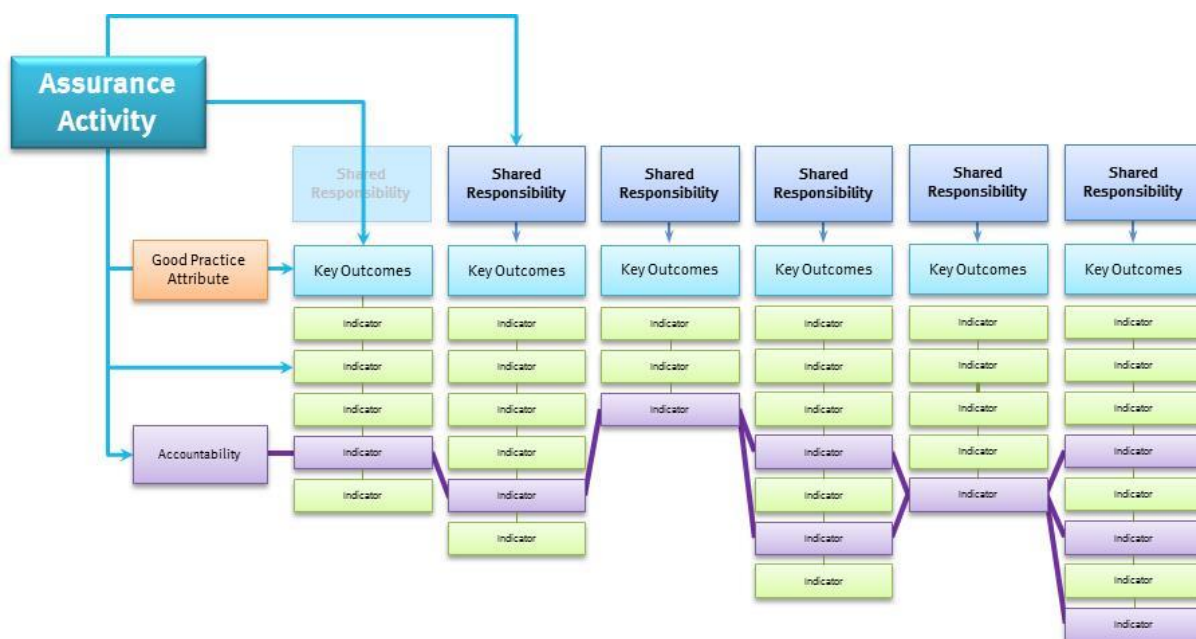


Diagram Two: Assurance Activity Focus

⁶ *Disaster Management Act 2003*, s.16C(c), p. 17.

Spectrum of Assurance

The Framework provides for three tiers of assurance. Broad examples of Assurance Activities have been placed in tiers on the spectrum below. The ‘Spectrum of Assurance’ demonstrates the impact of independence, rigour, depth and scope of enquiry on the cost of the activity and the level of confidence that the output provides. The Office of the IGEM will analyse data from a range of activities across the spectrum and, where possible, measure the results against the Standard.

At the lowest level, an Assurance Activity may have a broad scope, no independence (self-assessment), and little rigour or depth, and will therefore only provide an indication of the situation. At the highest level, an Assurance Activity may have a well-defined scope, form an independent enquiry, and have significant depth and rigour, and will therefore provide a higher level of confidence in the Shared Responsibility. However, higher levels of assurance come at an increased time and resource cost.

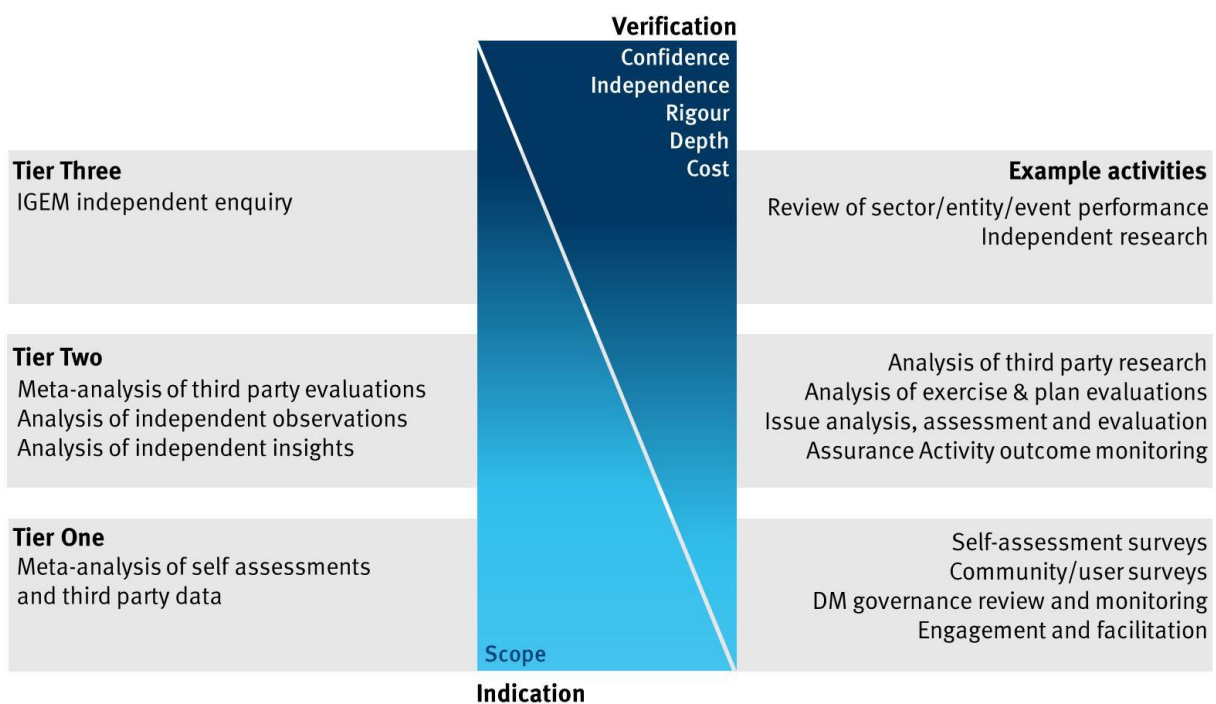


Diagram Two: Spectrum of Assurance

Outline of Assurance Activities

Tier One Assurance Activities

Tier One Assurance Activities provide the lowest level of assurance due to the absence of independent enquiry and analysis of source material. Assurance Activities in this tier will form part of the environmental and horizon scan for the Office of the IGEM to identify issues and areas of the sector where further enquiry can add the most value.

Disaster management self-assessment survey

This is an annual survey administered by the Office of the IGEM and completed by entities with disaster management responsibilities. Evidence may be requested on a needs/risk basis. The Office of the IGEM will analyse the results to identify any gaps, issues or trends as an environmental scanning activity to inform further enquiry.

Disaster management governance review and monitoring

The IGEM may attend key committees and / or review minutes / agendas. The periodic review of structure, arrangements and governance will assist the Office of the IGEM to identify: structural inefficiency / duplication / gaps; common themes and partnership and interoperability deficiencies.

Other activities on an 'as needs' basis:

- Household survey evaluation
- Local, district and local disaster management group annual report evaluation - all annual reports obtained and evaluated for trends, issues, gaps, case studies, innovation, and interoperability opportunities
- Evaluation of other disaster management related data sets available through normal business of entities involved in disaster management

Tier Two Assurance Activities

Tier Two Assurance Activities are predominantly part of the Analysis Program where evaluation of data and information generated by third parties is undertaken by the Office of the IGEM. A greater depth but narrower scope of each activity increases the level of assurance and understanding of an issue compared to Tier One Assurance Activities.

Disaster management plan effectiveness evaluation (incorporating exercise evaluation)

This evaluation of the effectiveness of disaster management plans will incorporate:

- Analysis of disaster management plan assessments (completed by disaster management groups)
- Assessment of the State Disaster Management Plan and its implementation
- Analysis of post-exercise evaluations and findings

The comparison to the Standard will support an evaluation of the level of effectiveness of the plans pursuant to s.16C (a) and (b) of the *Disaster Management Act 2003* (the Act). Where independence is necessary for greater weight and credibility of the evaluation, direct observation of exercises and in-depth review of a selection of plans may be considered.

A single report will be produced to contribute towards the Office of the IGEM's assessment of the effectiveness of disaster management by all disaster management groups.

Research monitoring

The Office of the IGEM will continually monitor and interpret findings and recommendations of disaster management research projects around Australia and internationally to contribute to the Queensland disaster management sector knowledge base, and will undertake analysis where possible, which will be included in the IGEM Annual Insight Report.

Office of the IGEM Quarterly Insight Report

An issue identified by any Office of the IGEM staff member, or by any entity, in any scenario that is out-of-scope of the Office of the IGEM's current activities and/or will not become a formal recommendation will be recorded as either an issue, Advice or Professional Practice Consideration. The Office of the IGEM will undertake a quarterly analysis, which will produce a Quarterly Insight Report, and determine what action should be taken. This may be monitoring the situation, provision of informal Advice, the issuing of a Professional Practice Consideration, or where relevant, inclusion of the issue in future reviews.

The quarterly analysis examines the outcomes of previous Assurance Activities (Advice, Professional Practice Considerations, Recommendations, or no action) and determines the efficacy of these actions. All issues are related to the Standard where possible.

Office of the IGEM Annual Insight Report

The Office of the IGEM Annual Insight Report is informed by the preceding quarterly reports but also includes an analysis of information collated during the disaster management governance review and monitoring and research monitoring activities. The Office of the IGEM Annual Insight Report includes a statement of confidence, provides an overview of the current system-level issues facing the disaster management sector, as well as emerging trends and drivers. This report is informed by the Office of the IGEM's environment and horizon scanning Assurance Activities.

Issue assessment

An issue assessment is a desktop analysis of information about a specific issue or theme where a better understanding of the issue is required. The resulting briefing paper should provide an overview of the issue and a statement of the current situation.

Issue evaluation

An issue evaluation is primarily a desktop analysis of information about a specific issue or theme where a better understanding of the issue is required. This is achieved by comparing and contrasting the situation to the Standard, relevant guidelines, legislation and/or other jurisdictions to determine the most appropriate Assurance Activity for further enquiry.

Where the issue is well understood, possible solutions are discussed. The output of this activity is a discussion paper for decision makers.

Tier Three Assurance Activities

Tier Three Assurance Activities are independent enquiries conducted by the IGEM. Tier Three Assurance Activities are designed to provide a greater level of assurance and understanding about a disaster management topic and are narrower and deeper in scope than Tier One or Two Assurance Activities. Tier Three Assurance Activities will be conducted with high levels of rigour.

Review

A review is an in-depth enquiry to fully understand the root cause of an issue and provide recommendations for improvement. The scope of the review will align to the Standard where possible and will be narrow to allow for a deeper understanding of a defined area of concern.

Source information is derived from extensive field work to make direct observations of activities, meetings, exercises or facilities, as well as to collect or view documentary evidence. Industry experts may be engaged where necessary. A range of analytical techniques, including root cause analysis, may be used to understand complex issues.

Internal research projects

Internal research projects undertaken by the Office of the IGEM will have a narrow scope to ensure outcomes in a relatively short timeframe. The methodology used for the research will be dependent on the issue or theme and may include field work, focus groups, think tanks, surveys, and individual interviews, meta-analysis of research or project outcomes from other agencies or jurisdictions. Results should provide a sound understanding of an issue or theme, driven by one or more Shared Responsibilities or Components. Where appropriate, Professional Practice Considerations may result from an internal research project.

Further in-depth research may be commissioned as a result of an internal research project.

